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ABSTRACT

This issue examines the trend of citizenship education in the public schools. Four basic approaches are described. The content approach is based on the belief that knowledge gained from certain courses will aid students in rational decision making and in being responsible citizens. It emphasizes law-related education, political science, and economic education. The perspective approach represents the belief that students need to understand the interdependent nature of the global system. Thus, programs in global perspectives, environmental education, and functional area problem studies such as population surveys are included in this approach. The decision-making approach involves students in analyzing public issues and discussing ethical questions. The participation approach, an outgrowth of student activism of the late 1960s, is based on the belief that students learn to be participating citizens by becoming social activists. The editors point out that the four approaches usually are combined to a certain degree in specific school programs. A concluding section of the pamphlet describes eight regional or state-wide programs which emphasize values and ethical issues, individual responsibility, and political interaction skills. (Author/AV)

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CURRICULUM

Vol. 7, No. 1 September 1977

EDUCATION FOR CITIZENSHIP

'...beliefs, motives, values, for which the classroom exists...'
--Alexander Meiklejohn

A Pressing Concern

Should education for citizenship be the chief purpose of the schools? Support for this notion among the general public is growing as American society faces a rising tide of skepticism and cynicism. It is apparent that the needs to establish personal relationships and to eliminate dishonesty in government must be met with a renewed commitment to our common citizenship. The fight for human rights begins with citizen education.

The practice of democracy rests upon a secure public. The citizen in a democracy cannot be intimidated or disillusioned without flawing the fabric. Distrust is the acid of self-government.

To strengthen the commitment to a common citizenship, the most prevalent advice is to apply the old virtues. These virtues, however, should be cast in new molds. In a speech before the NASSP on February 16, 1976, President Gerald R. Ford said:

> ...today we are faced with another urgent problem in our Nation's development. It is apparent that many citizens are uninformed or, worse, unconcerned, about the working of the Government and the execution of their laws. Young people, in particular, appear cynical and alienated from our Government and our legal system. . . . We must find new ways to teach students about the institutions of law and Government which will affect their lives . . . .
> (NASSP Bulletin, May 1976, pp. 1-5.)

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Responsibility of the Schools

During the past 10 years, the American school, like the society it serves, has undergone a thorough reappraisal. Shortcomings have been exposed. Cures have been offered. New and often impossible demands have been made of many social institutions, including the schools. They are being asked to teach everything from the three Rs to values clarification and to provide everything from prenatal instruction and postnatal care to lifelong learning.

But today educators are turning anew to the perennial question: What are the "beliefs and motives and values for the sake of which the classroom exists?" Increasingly, the answer offered by many prominent educators, historians, and social scientists is education for democratic citizenship.

- In New York, the state education department has mandated a minimum competency test in citizenship education. (Contact Donald Bragaw, Chief, Bureau of Social Studies, N.Y. State Department of Education, Albany, about the Citizenship Education Competency Examination.)

- In Illinois, the state superintendent of schools has mandated education for responsible citizenship as a top priority. (Contact Supt. Joseph M. Cronin, State Department of Education, Springfield 62706, about the Responsibility Education Program. Also request copies of the newsletter.)

- Former U.S. Commissioner Terrel Bell and former HEW Secretary David Mathews made citizenship education a national priority. The new administration provides equal emphasis.

- The Council of Chief State School Officers has developed a position statement recommitting its members to citizenship education.

Unanswered Questions About Citizenship Education

The central purpose of education in the United States has always been the development of well-informed, responsible, and compassionate citizens. Although the fundamental ideas of citizenship may require little modification, the meaning and content of education for citizenship need to be re-conceptualized and re-interpreted by each generation. A number of questions are now being explored:

- What does "citizenship" mean in a global, interdependent world? What does it mean to be a "citizen" of a nation in such a world? What does a global perspective mean for the attitudes and behaviors and knowledge of national citizens?

- What are the attitudes and behaviors desirable at this time and in the future of American citizens? What is it we expect a citizen to do?

- What is the role of career education in citizenship education? Are educators to view students as citizens whose participatory skills need to be developed or as citizens-in-the-making for whom we are to supply knowledge and skills that will become useful later?

Three Contexts for Citizenship Education

When people talk about citizenship education, their meaning usually depends on their frame of reference. Such contexts are:

- The holistic or societal position argues that every institution, especially the home, school, church, mass media, business and industry, exerts an influence and shares in the responsibility for citizenship education. The members of the Task Force on Citizenship Education of the /I/D/E/A/ Kettering Foundation, the Danforth Foundation, and the Citizens Education Staff in the U.S. Commissioner of Education's office reflect this viewpoint.

▶ The in-school or general education position is held by many educators. While not denying the effect of other institutions, they see citizenship education as taking place primarily within the formal educational system.

▶ The social studies position is taken by many teachers. While other parts of society and other dimensions of the school contribute to the "education of citizens," it is the social studies course which has the primary responsibility for "education for citizenship."

Four Approaches to Citizenship Education in the Schools

While the national debate over the meaning, context, and usefulness of citizenship education continues outside, most of the action goes on in the school. These activities can be categorized into four approaches focusing on content, perspectives, decision-making process, and participation. To some extent these classifications are artificial; there are few purists in practice, and each approach involves some measure of all four.

The Content Approach

Basic to the content approach is the belief that the knowledge gained from a certain course of study will aid students in their roles as citizens and increase their ability to make decisions more rationally. This approach includes the following emphases:

- Law-Focused Education, as exemplified by the work of the Constitutional Rights Foundation, American Bar Association Special Committee on Youth Education for Citizenship, and the Law in American Society Foundation, is perhaps the strongest of the new emphases. Programs appear to proceed from De Tocqueville's assumption that "Scarcely any political question arises in the United States which is not resolved sooner or later into a judicial question." The popularity of law-related studies gains support from educators and the community, who have become concerned about violence and crime in the schools and society. More interesting than the older civics approach requiring memorization of selected documents, the newer programs use current topics, perennial issues, and a variety of teaching-learning strategies. They often include studies in the nature of law, its major concepts, the legal process, and predicting futures based on legal concepts. Most include some form of values clarification. (See "Admittance to the Moral Domain," Curriculum Report, December 1976.)

- Political Science is what some have called the "new civic education." Others refer to the "new civics" as the "old civics in a new cover." The detractors are largely, through not completely, mistaken. The work of the Law in a Free Society (LIFS) is among the best. LIFS material is broader in scope than law-focused programs and more realistic in content and varied in teaching strategy than the old civic education programs. The LIFS project, for example, has inservice teacher education materials based on eight major concepts: authority, diversity, freedom, justice, participation, privacy, property, and responsibility. (For further information, contact Charles Quigley, Law in a Free Society, Suite 600, 606 Wilshire Blvd., Santa Monica, Calif. 90401.)

- Economic Education is receiving probably the strongest emphasis, with everyone from the Joint Council for Economic Education through state legislatures and local school boards, to nearly every major business and industry in the country pushing something. "Students are economically illiterate," economists claim. "Citizens don't understand the role of profits," business and industry cry. "The public is anti-business, anti-industry, anti-labor, and anti-profit." The answer to all these allegations is economic education, resulting in an enlightened and more productive citizenry. The recent work of the Joint Council for Economic Education, however, stands out for three reasons:

  - ✓ It is sound economics, balanced in approach and reasonably objective.
  - ✓ It is designed for teachers and students and is varied (and sometimes interesting) in its teaching-learning activities.
  - ✓ It tries to incorporate economics within the social-political system rather than treat economics as a separate system.

The Perspective Approach

There is a growing recognition of global interdependence. A decision made in Saudi Arabia or Venezuela or an action taken in Uganda or the Soviet Union can have immediate and profound impact on this country. The price of oil may change, unemployment and inflation may be affected, or tensions among races, sexes, or classes may be increased. To participate effectively as responsible citizens, students need to understand the interdependent nature of the global system. While many proponents of the perspective approach advocate different content, they are united in developing effective citizenship skills with global perspectives. This approach includes three types:

- Global Perspectives is a descriptive phrase of the Center for Global Perspectives in Education, Inc., formerly the Center for War/Peace Studies, whose aim is "education for national citizenship with global perspectives." An extension of the older international education movement (which continues to be a parallel movement), Global Perspectives is at once a goal and an organization. As a goal, it views the world, not from the ethnocentric framework of traditional nationalism, but from the perspective of the nation as part of a series of global systems. As an organization, it produces materials and does teacher training. Global Perspectives is a strategy to unify programs that promote global perspectives in education. It seeks to promote a global view within which national citizenship must find its meaning. (For further information about this movement, contact Steve Veederman, Director, Global Perspectives in Education, 218 E. 18 Street, New York, N.Y. 10003.)

- Environmental Education, for the most part, promotes a global perspective because of the global interdependence of ecological and human systems. Citizenship education, for environmental educators, focuses on citizen participation in decision making affecting the interdependent environmental systems. While many environmental educators are still concerned with nature walks, anti-litter campaigns, and saving dinosaurs, the more profound are concerned with presenting and improving the quality of the human habitat. The Alliance for Environmental Education and the several UNESCO/UNEEP (United Nations Environmental Education Project) programs illustrate this viewpoint. Knowledge about the human habitat and threats to it and active citizen involvement in private and public policy decision making are their aims. Like Global Perspectives, their purposes are not so much programs as objectives which give meaning and structure to the entire curriculum. (For more details, see "Environmental Education," Curriculum Report, March 1977.)

- Functional Area Problem Studies, such as population surveys, energy education, and oceanic education constitute still another variation of the perspectives approach. While each advocates a particular content, each promotes citizenship education in a way similar to that of environmental education. The several population education groups (Population Council, Population Reference Bureau, Population Research Council) see the world's major problem as the strain of overpopulation on limited resources. They seek to provide teachers and students with adequate information about population and the skills and conceptual tools necessary to process that information and to make intelligent personal decisions and to participate in developing rational public policies. Energy education looks at the other side, the resource side, and focuses on the question of allocation of scarce resources among a growing population with growing demands.

The Decision-Making Approach

Every approach to citizenship education involves decision making. The question is not only one of involvement, however. It is also one of focus--on the processes of decision making. The heart of citizenship education is not what one knows--though that is important--but on the rationality and wisdom of the decisions made. The Jurisprudential Approach is probably best exemplified by the work of James Shaver and the Analysis of Public Issues Program. It begins with a commitment to human dignity and certain other "American creed values," and promotes a pluralistic society as essential to democracy. Pluralism, Shaver argues, promotes conflict and alternative solutions which are believed to be necessary to decision making. This approach aims at the development of citizens who understand and have a positive attitude toward basic American values, who understand the necessary conflict between those values, and who are willing and able to apply them to public policy decision making. Policy decisions are essentially ethical decisions, a distinguishing feature of this approach. Most others assume that public policy decision making is basically a cognitive, knowledge-based, rational process.

The Participation Approach

The student participation approach to citizenship education, in its current sense, is a modern rediscovery. Growing largely out of student activism in the late 1960s, and publicly illustrated by Common Cause, the idea that young people learn to be active, participating citizens by becoming involved as social activists is a recent phenomenon. The most articulate advocate of this approach is Fred Newmann, who, in Education for Citizen Action: Challenges for Secondary Curriculum, argues that most people are not able to influence public policy because they lack the knowledge and skills necessary, and consequently, the willingness to participate.

Recommended Resources

Four publications that will be valuable to the reader interested in citizenship education are:

Selected Readings in Citizen Education, edited by Donald W. Robinson, U.S. Office of Education, Washington, D.C. 1976. The readings were prepared for the National Conference on Education and Citizenship: Responsibilities for the Common Good, sponsored by the U.S. Office of Education and the Council of Chief State School Officers, September 20-23, 1976, in Kansas City. This compilation contains at least one article amplifying each of the four approaches to citizenship education mentioned in this Curriculum Report.

"Citizenship As the Aim of the Social Studies" by Arthur W. Foshay and William W. Burton, in Theory and Research in Social Education, December 1976, School of Education, University of Indiana, Bloomington. The authors argue that social studies and American education need a single sense of mission to give them meaning and purpose, and that the mission is citizenship education. They examine some of the newer programs and approaches and find them superior to the old. Finally, they make broad suggestions for education organized around the concept of citizenship.

Citizenship Education, edited by James Shaver, The National Council for the Social Studies, Washington, D.C., 1977. Included are works by Fred Newmann on the elements necessary for a reconceptualization of citizen education (produced as a result of a National Council for the Social Studies Invitational Conference on Citizenship Education, March 1976, as well as by Shaver and others).

Education for Responsible Citizenship, Report of the National Task Force on Citizenship Education, edited by J. Frank Brown, and sponsored by the /I/D/E/A/ Kettering and Danforth foundations, McGraw Hill Co., 1977. This anthology contains writing by 15 of the most thoughtful scholars in the country, including Stephen Bailey, Ralph Tyler, and Howard Mehlinger.

Exempli Gratia

A recent citizenship education survey by the National Council for the Social Studies and the U.S. Office of Education revealed that hundreds of schools, districts, and states have some form of citizenship education program. Some identified their "programs" merely as course offerings in U.S. government, U.S. history, and state and local government and history. Others have innovative "student participatory" projects. Still others have region-wide and state-wide programs. Following are examples of the various types. Most have printed material available on request.

Content Approach

ANNE ARUNDEL COUNTY BOARD OF EDUCATION, 2644 Riva Road, Annapolis, Md. 21401
Contact: Gerard W. Paradis, Director, The Law-Related Education Program

This program provides state-wide inservice workshops for teachers. Workshop materials include Involvement: A Practical Handbook for Secondary Teachers. The curriculum started when a teacher became interested in law-related education and developed a project of inservice training for other local teachers. Interest spread through the district and then the state, resulting in the Law-Related Education Program for the Schools of Maryland. The program is funded by the Governor's Committee on Law Enforcement, the Maryland State Bar Association, the Administration of Justice, and the State Department of Education.

HAYFIELD SECONDARY SCHOOL, 7630 Telegraph Road, Falls Church, Va. 22044
Contacts: Doris Torrice, Principal
Russ Phipps, Social Studies Department chairperson

Citizenship: Inquiry into Man, Society and the Future is a Fairfax County Public Schools course offered by most of the intermediate schools in the system. One of the most successful in implementing it is Hayfield Secondary School. There the course attempts to intermesh the adolescent search for identity and self-understanding with the social and civic concerns for citizenship. Organized around six major concepts--dignity of man, culture, institution, social control, social change, and conflict--students study the idea of culture and society and then how the American economic system operates. This structure provides a context for a 12-week unit, "The Individual and His Role As Citizen."

Case studies of "effective citizenship," "denial of citizenship," and "affirmation of citizenship" are used as students examine teenagers' relationships to contemporary society and study the role of police in American society.

A 50-page teachers' guide, Inquiry into Man, Society and the Future, is available.

TACOMA PUBLIC SCHOOLS, Box 1357, Tacoma, Wash. 98401
Contact: Paul Sullivan, Director, The Ethical Quest in a Democratic Society

The Ethical Quest in a Democratic Society is the Tacoma program that conceives of citizenship education in terms of certain values and of having students

understand them and be able to make ethical judgments about public policy, social, local, and personal issues. For example, students might study issues involved in the use of human beings in scientific experiments or the trade-offs in a public health controversy over a factory's using materials or processes harmful to community health.

The major value concepts in the sequence of courses in the K-12 program are justice, fairness, respect for individual rights, and responsibility. The syllabi provide units for social studies, language arts, and health. Their aim is not to replace the curriculum but to give shape, meaning, direction, and substance to the existing curriculum of a school.

The approach to ethics in the program follows the Kohlbergian moral education structure (See "Admittance to the Moral Domain," Curriculum Report, December 1976). Now in its third year, with massive support from the National Endowment for the Humanities and the Tacoma Public Schools, The Ethical Quest in a Democratic Society program is in the process of developing a cost-effective inservice teacher-training package, as well as reviewing and expanding the curriculum content.

VANGUARD HIGH SCHOOL, Marion County School Board, 512 E. 3rd St., Ocala, Fla. 32670
Contacts: Henry Lambert, Principal
Gwen R. Crum, Supervisor

Citizenship--Individual Responsibility is a compulsory ninth grade course interweaving government, citizenship, local history, and consumer skills. The intent of the program is to provide opportunities for students to improve social studies skills, afford time to evaluate their own values in terms of individual rights and responsibilities as citizens, and gain understandings of the American system in the context of our political and economic structure. This course utilizes a variety of approaches to teaching and learning. One of the interesting aspects is the emphasis its administrators have placed on the role of the teacher and in identifying teachers who "are concerned citizens and excellent instructors."

Perspective+Decision Making

COMMUNITY CONSOLIDATED SCHOOL DISTRICT # 65, 1314 Ridge Ave., Evanston, Ill. 60201
Contact: Roger LaRous, Social Studies Supervisor

One of the interesting in-school global perspectives programs is that headed by Chadwick Alger at the Mershon Center, 199 West 10th Avenue, Columbus, Ohio 43201. Called "Columbus in the World: The World in Columbus," it has been incorporated into various traditional curricula as well as special ones. The program has been successfully incorporated by Evanston's District #65 at the middle-school level in a "Windows on the World" social studies sequence.

In this course, beginning with an "awareness" level, students are asked to list linkages between themselves and the world. They may start with parents and trace linkages to other parts of the world. Parents' jobs provide other linkages. Students then move on to trace linkages between household items such as toys, food,

and clothes. They may spend between a week and a month developing, as a class activity, linkages between the school and the world and between the world and the school. The local banker is a link to other currencies and economies, for example. Local organizations such as the Lions Club or the Boy Scouts or Girl Scouts are other linkages.

The aim of the program is to have students recognize themselves as part of a set of global systems.

Another citizenship education sequence used in Evanston's middle schools is Citizenship Decision-Making. Instructional devices for the teacher and copyable materials for students are from the fourth-ninth grade series, Citizenship Decision-Making: Skill Activities and Materials, by Roger LaKous and Richard Remy, published in the fall of 1977 by Addison-Wesley, Menlo Park, Calif. Students learn to make, judge, and influence decisions in their environment. They work with a "decision tree" in making judgments in their daily lives. They incorporate value systems in their decision making, in their experiences with mock elections and the consequences of voting different ways. Pupils study decisions in mock trials, and they also analyze the influence they can have on their teachers and peers.

Participation

MANHASSET JUNIOR-SENIOR HIGH SCHOOL, Memorial Place, Manhasset, N.Y. 11030
Contacts: Warren McGregor, Principal
Michael Keany, Administrator, The Discovery Program

The Discovery Program, a mainstreaming, alternative education endeavor within this high school, is designed for ninth and tenth graders. A special team (social studies teacher, English teacher, guidance counselor, and administrator-science teacher) works with a small group of students for half of each day. What unites the pupils initially is that they are all "turned off" by school.

Discovery aims to help its students find value and interest in learning and in participating in school and community affairs. Field trips, including one to a jail, and guest speakers, including local politicians and professionals, add to a basic skills syllabus. One student project was a local community case study involving the construction of multi-unit dwellings on a former estate. Should the land be used for a park or other recreational purposes instead? What about tax revenues from condominiums as opposed to a public park? Who would live in them? How would those people affect the rest of the community? How would they affect the schools? These and other questions form the basis for involvement, skill development, and interest.

Another project dealt with the possible building of a bridge from upper New York City to Manhasset and the potential effects the bridge might have on the community. Citizenship education in The Discovery Program means involvement of students in community activities as well as the development of basic skills and knowledge necessary for such involvement.

DADE COUNTY PUBLIC SCHOOLS, 1410 N.E. Second Avenue, Miami, Fla. 33132
Contacts: J.J. Norton, Deputy Superintendent for Instruction
Paul S. Hanson, Social Studies Supervisor

Like a number of other district-wide Dade County projects, The Court Observer Program and the Youth Focus on Government Program both emphasize student participation. The first is an experience-based project in which senior high school students participate as trained observers or aides in the criminal justice system. Youth Focus, on the other hand, introduces students to the operation of the metropolitan government through internships.

Another citizenship education project is the Student Leadership Program in which students work for a semester as aides for governmental leaders, such as judges, commissioners, state representatives, and state senators.

Still another of the district's interesting political education programs is the Voter Education and Registration project operated in cooperation with the Dade County League of Women Voters and the county's Election Division. It culminates in voter registration of 18-year-old students in the schools.

Guides, brochures, and program descriptions of all these political education activities are available.

Participation and Decision-Making

HANOVER HIGH SCHOOL, Lebanon Street, Hanover, N.H. 03755
Contact: Robert B. McCarthy, Principal

At Indiana University, under the direction of Judith A. Gillespie and Howard Mehlinger, a curriculum has been developed to teach about politics in the real world by using the school as a laboratory. Influenced by that curriculum, the governance operation at Hanover High School reflects some assumptions under which the democratic system can be taught. These assumptions were summarized in an article by Willis Hawley, "Political Education in School Organizations," Theory into Practice Journal, College of Education, Ohio State University, December 1971.

Hawley stated several hypotheses about the impact of school organization on political education:

- The more emphasis the teacher places on compliance with rules and authority, the more likely the student is to develop passive and authoritarian attitudes toward politics and the political system.
- To the extent that teachers encourage student participation in class and ask for less deference from students, they foster the development of attitudes and skills consonant with democratic values.

- Students in schools where free expression is encouraged and where controversial issues are discussed openly are more likely to develop a strong commitment to the value of free speech and to understand its civic utility.

- To the extent that students are provided with opportunities for expression and are encouraged to question and to seek recourse from what they perceive as misuse or a mistaken exercise of authority (such as evaluations of their performance), they will develop a sense of trust in the political system, a belief that those in authority should be accountable for their actions, and an appreciation for the right and propriety of positive political activity to redress social and personal grievances.

- To the extent that students are involved in the actual formulation of school and classroom policies, they will develop a predisposition to participate actively and democratically in the political process and the capacity to do so.

These hypotheses form the assumptions underlying the Hanover High School goals for citizenship education, using the school as a laboratory. Those goals are:

- encouraging a sense of collective responsibility on the part of the student body for the school.

- developing student skills of bargaining and analysis.

The primary manner in which the goals are pursued at Hanover is through a legislative body composed of 24 members -- 21 students and three faculty members elected each spring. They have authority over all matters of life in the high school with the exception of those dictated by school board policy and state law.

This legislative organization's relationship with the principal is that the latter may veto any action of The Council, but The Council has the right to override the principal's veto by a two-thirds majority. By having The Council, Hanover High School attempts to teach students political skills.

Two examples of how the process has worked are provided by Principal Robert B. McCarthy:

- "The first example is known as The Great Candy Machine Issue. The Council needed additional money; to earn same they took action authorizing the installation of a candy vending machine in the foyer of the school. 'Not acceptable,' the administration said and vetoed the action. 'We have too much junk food already in the school.' A debate ensued. Students said, 'We have choices in other areas; let us choose this area.' Administration said, 'A candy machine gives no choice.' The issue was referred to the full Council. Their recommendation: override the veto, label all ingredients in the machine to educate students on nutrition, and include some 'good food.' The principal's veto was overridden by a unanimous vote. Result: Hanover High School now has a labeled candy machine in its foyer."

- "Issue Number II was The Great Smoking Controversy. The high school, like many others, has two authorized smoking areas in the school -- the faculty lounge and an outside smoking place for students. A group of students brought a proposal to The Council that was brilliant in its simplistic sense of justice: Either students be allowed to smoke inside or nobody allowed to smoke inside! Now, I must confess my non-smoking heart took rather a furtive delight in the scene of the faculty, huddling in the parking lot for a cigarette -- not through any malice but from a sense of concern for their health. I am sure such an arrangement would improve the health of the faculty. But I vetoed the proposal of The Council on the basis that we have no room -- and we didn't -- for a student indoor smoking area. The Council, after extracting a written commitment of assurance from the administration that The Council would be involved in space decisions made for next year, sustained my veto by a good margin."

- "Clearly, this process involved political bargaining. Both sides negotiated. Both sides did not ask the other for things they could not provide. Neither side thought in terms of winning and losing. We hope that through such issues as those described, students will understand that in a universe of conflict and multiplicity of values, if two people disagree, neither need be wicked."

The material for this Curriculum Report was developed by Brian Larkin, executive director of The National Council for the Social Studies, Barbara Panwitt, educational writer, consultant, and former English teacher, Evanston (Ill.) Township High School.

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